June 2008

08P-05

Performance Audit Summary

Program and Policy Issues Impacting State Superfund Operations

Realigning statutory responsibilities and funding mechanisms would assist the Department of Environmental Quality in meeting its statutory mandates for remediating state superfund sites.

Introduction

Montana's state superfund program was created in 1985 for the purpose of addressing sites contaminated with hazardous or deleterious substances which were not being

State Superfund Priority List As of March 24, 2008			
Facility Priority Ranking	Threat Level	Number of Facilities	
Maximum	Immediate	6	
High	Significant	51	
Medium	Potential	75	
Low	Minimal	53	
Operation and Maintenance	Not Applicable	1	
Referred to Other Program	Not Applicable	18	
No Further Action	Not Applicable	5	
Total		209	
Source: Compiled by the Legislative Audit Division from department			

addressed by federal superfund activities. The Department of Environmental Quality is responsible for overseeing investigation and cleanup activities at state superfund sites. There are 209 state superfund sites with 57 ranked as maximum or high priority.

Audit Findings

records.

Analysis of state superfund operations shows a disconnect between funding and statutory obligations. Current funding allows the department to address only those state superfund sites where responsible parties are willing, available and financially able to do remediation work and reimburse the department for oversight costs. There is a

current funding source earmarked for a select group of responsible parties which is accessed by few. Redirecting this funding source would afford the department the opportunities to begin remediating those sites with unwilling or nonviable responsible parties – some of which

are maximum and high priority sites and present potential harm to the public health and welfare of Montana citizens.

Analysis showed the department could improve long-term planning in order to strategically address cleanup needed at the state's superfund sites. The department could also improve its process for recovering state oversight costs from responsible parties. Lastly, the department could improve the submission and approval process of its voluntary cleanup program.

Audit Recommendations

Audit recommendations address the need for improving controls over general program operations, policy issues impacting program success, and procedural changes to improve remediation planning. Audit recommendations relate to:

- Implementing long-term planning and establishing additional priorities.
- Improving controls over department efforts to recover costs it incurs in overseeing remediation.
- Addressing funding issues and conflicting statutory mandates by redirecting underutilized financial resources.

(continued on back)

- Refocusing department efforts from allocating liability to enforcement and cleanup.
- Adopting additional application process strategies to improve voluntary cleanup program operations and funding.

Some of these recommendations involve seeking legislative changes to address funding issues and provide enhanced capabilities to manage remediation work.

For a complete copy of the report (08P-05) or for further information, contact the Legislative Audit Division at 406-444-3122; e-mail to lad@mt.gov; or check the web site at http://leg.mt.gov/audit

June 2008

08P-05

Performance Audit Summary

Program and Policy Issues Impacting State Superfund Operations

Realigning statutory responsibilities and funding mechanisms would assist the Department of Environmental Quality in meeting its statutory mandates for remediating state superfund sites.

Introduction

Montana's state superfund program was created in 1985 for the purpose of addressing sites contaminated with hazardous or deleterious substances which were not being

State Superfund Priority List As of March 24, 2008				
Facility Priority Ranking	Threat Level	Number of Facilities		
Maximum	Immediate	6		
High	Significant	51		
Medium	Potential	75		
Low	Minimal	53		
Operation and Maintenance	Not Applicable	1		
Referred to Other Program	Not Applicable	18		
No Further Action	Not Applicable	5		
Total		209		
Source: Compiled by the Legislative Audit Division from department				

addressed by federal superfund activities. The Department of Environmental Quality is responsible for overseeing investigation and cleanup activities at state superfund sites. There are 209 state superfund sites with 57 ranked as maximum or high priority.

Audit Findings

records.

Analysis of state superfund operations shows a disconnect between funding and statutory obligations. Current funding allows the department to address only those state superfund sites where responsible parties are willing, available and financially able to do remediation work and reimburse the department for oversight costs. There is a

current funding source earmarked for a select group of responsible parties which is accessed by few. Redirecting this funding source would afford the department the opportunities to begin remediating those sites with unwilling or nonviable responsible parties – some of which

are maximum and high priority sites and present potential harm to the public health and welfare of Montana citizens.

Analysis showed the department could improve long-term planning in order to strategically address cleanup needed at the state's superfund sites. The department could also improve its process for recovering state oversight costs from responsible parties. Lastly, the department could improve the submission and approval process of its voluntary cleanup program.

Audit Recommendations

Audit recommendations address the need for improving controls over general program operations, policy issues impacting program success, and procedural changes to improve remediation planning. Audit recommendations relate to:

- Implementing long-term planning and establishing additional priorities.
- Improving controls over department efforts to recover costs it incurs in overseeing remediation.
- Addressing funding issues and conflicting statutory mandates by redirecting underutilized financial resources.

(continued on back)

- Refocusing department efforts from allocating liability to enforcement and cleanup.
- Adopting additional application process strategies to improve voluntary cleanup program operations and funding.

Some of these recommendations involve seeking legislative changes to address funding issues and provide enhanced capabilities to manage remediation work.

For a complete copy of the report (08P-05) or for further information, contact the Legislative Audit Division at 406-444-3122; e-mail to lad@mt.gov; or check the web site at http://leg.mt.gov/audit

<u> Montana State Legislature</u>

2009 Session

Exhibit 3

This exhibit is a booklet and it cannot be scanned therefore only the cover and table of content has been scanned to aid you in your research.

The original exhibit is on file at the Montana Historical Society and may be viewed there.

Montana Historical Society Archives, 225 N. Roberts, Helena, MT 59620-1201 Phone (406) 444-4774.



A Report to the Montana Legislature

Performance Audit

Program and Policy Issues Impacting State Superfund Operations

Department of Environmental Quality

JUNE 2008

Legislative Audit Division

08P-05

LEGISLATIVE AUDIT COMMITTEE

REPRESENTATIVES

Bill Beck
Bill Glaser
Betsy Hands
Hal Jacobson, Vice Chair
John Sinrud
Bill Wilson

SENATORS

JOE BALYEAT, CHAIR
GREG BARKUS
STEVE GALLUS
DAVE LEWIS
LYNDA MOSS
MITCH TROPILA

AUDIT STAFF

PERFORMANCE

LISA BLANFORD KENT RICE WILL SOLLER

FINANCIAL-COMPLIANCE
PAUL O'LOUGHLIN

FRAUD HOTLINE
HELP ELIMINATE FRAUD,
WASTE, AND ABUSE IN
STATE GOVERNMENT. CALL
THE FRAUD HOTLINE AT:

(STATEWIDE) 1-800-222-4446 (IN HELENA) 444-4446

PERFORMANCE AUDITS

Performance audits conducted by the Legislative Audit Division are designed to assess state government operations. From the audit work, a determination is made as to whether agencies and programs are accomplishing their purposes, and whether they can do so with greater efficiency and economy. The audit work is conducted in accordance with audit standards set forth by the United States Government Accountability Office.

Members of the performance audit staff hold degrees in disciplines appropriate to the audit process. Areas of expertise include business and public administration, mathematics, statistics, economics, finance, political science, english, criminal justice, computer science, education, and biology.

Performance audits are performed at the request of the Legislative Audit Committee which is a bicameral and bipartisan standing committee of the Montana Legislature. The committee consists of six members of the Senate and six members of the House of Representatives.

Direct comments or inquiries to:
Legislative Audit Division
Room 160, State Capitol
PO Box 201705
Helena MT 59620-1705
(406) 444-3122
Reports can be found in electronic format at:
http://leg.mt.gov/audit.htm

LEGISLATIVE AUDIT DIVISION

Scott A. Seacat, Legislative Auditor Tori Hunthausen, Chief Deputy Legislative Auditor



Deputy Legislative Auditors
James Gillett
Angie Grove

June 2008

The Legislative Audit Committee of the Montana State Legislature:

This is our performance audit of the State Superfund Program managed by the Remediation Division at the Department of Environmental Quality. This report provides the Legislature information about state superfund operations. This report presents program and policy issues impacting state superfund operations and includes recommendations for improving operations. A written response from the Department of Environmental Quality is included at the end of the report.

We wish to express our appreciation to Department of Environmental Quality officials and staff for their cooperation and assistance throughout the audit.

Respectfully submitted,

Scott A. Seacat

Legislative Auditor

TABLE OF CONTENTS

	Figures and Tables	iii
	Appointed and Administrative Officials	iv
	Report Summary	S-1
СНАРТ	TER I – INTRODUCTION	1
	Introduction	
	Audit Objectives	
	Audit Scope and Methodologies.	
	Management Memorandum	
	Potential Areas for Future Performance Audit Work	
	Report Contents	
СНАРТ	TER II – BACKGROUND	5
U	Introduction	
	State Superfund	
	Montana State Superfund Sites	
	State Superfund Program Resources.	
	State Superfund Staff	
	Major Steps of the Superfund Process	
СНАРТ	TER III – MANAGEMENT CONTROLS	q
	Introduction	
	Division Management Controls.	
	Department Long-Term Cleanup Strategy Appears Unplanned	
	Management Best Practices Suggest Three Key Steps	
СНАРТ	TER IV – COST RECOVERY CONTROLS	13
	Introduction	
	Appropriate Reimbursement Payments From Orphan Share Fund	
	CECRA Cost Recovery Efforts and Controls	
	Department Increased Amount of Recovered Costs	
	Cost Recovery Controls in Place	
	Department Could Further Improve CECRA Cost Recovery Efforts	
	Refine Billing Practices	
	Compile Data Needed to Analyze Account Status for CECRA Projects	
	Evaluate Receivables and Take Appropriate Follow-up Action	
	Pursue Collection of Remedial Action Costs Incurred by the State	
	Management Control Over Cost Recovery	
СНАРТ	TER V – SUPERFUND POLICY ISSUES	23
	Introduction	
*	Funding State Superfund Operations	
	Superfund Program Funded via Environmental Quality Protection Fund	
	Legislative Intent and Department Statutory Responsibilities	
	Funding Not Sufficient to Fully Exercise Statutory Authority	
	·	

Other States Have Long-Term Fund Sources	27
Substantiated Environmental Law Institute's Funding Data	28
Department Unable to Remediate Highly Contaminated Sites	
Statutory Funding Does Not Align with CECRA Responsibilities	
Long-Term Funding Solution Needed	
Conflicting Mandates of CECRA and Funding Provided	31
Controlled Allocation of Liability Act (CALA)	
Superfund Facilities Using CALA to Date	
Montana's Process Is Unique	33
Montana's Alternative Allocation Standard Impacts Department Focus	
Orphan Share State Special Revenue Account	
Historical Expenditures From Orphan Share Fund	
Orphan Share Funds Accessed by Few	
Few Orphan Sites Currently Addressed	
Montana Differs in Providing Funds for Cleanup	36
CALA in Review	
Responsible Parties May Still Seek Apportionment of Liability	
Outstanding Stipulated Agreements	
Redirect Orphan Share Fund to Better Align with CECRA	
CHAPTER VI – VOLUNTARY CLEANUP PROGRAMS	
Introduction	
Voluntary Cleanup in Other States	
Montana's Voluntary Cleanup Program	
VCRA Offers Several Incentives	40
Program Encourages Voluntary Cleanup	41
Participation Leads to Property Redevelopment	42
Improving the VCRA Process	
Challenging Approval Process Results in Time Delays	43
Lack of A Clear Process Causes Problems	43
Options to Improve Submission and Approval Process	44
Additional Application Strategies Will Further Define the Submission and	4.4
Approval Process	44 15
Funding State Oversight Costs Associated With Voluntary Cleanup Programs	
Department Is Not Reimbursed for Oversight Costs	
Department is Funding a Portion of Cleanup Costs	
Statutory Requirements Contribute to Funding Problems	
Other States Require Prepayment of Costs and Cease Work for NonPayment	1t 40
APPENDIX A	A-1
Montana State Superfund Sites as of March 24, 2008	
APPENDIX B	R.1
Major Steps of the Superfund Process	
Facility Listing and Ranking	
State Superfund Cleanup Process	
oute outerrain cleanup 1 100035	1 7-1
DEPARTMENT RESPONSE	
Department of Environmental Quality	C-3

FIGURES AND TABLES

<u> Figures</u>		
Figure 1	Montana's VCRA Sites Active and Closed	42
<u>Tables</u>		
Table 1	CECRA Priority List	6
Table 2	Costs Recovered and Percent of State Superfund Expenses Cost Recovered	14
Table 3	EQPF Revenues and Expenditures	25
Table 4	CALA Facilities - 1997 to Date	33
Table 5	Orphan Share State Special Revenue Account Ending Fund Balance and Revenues	35
Table 6	VCRA Incentives	41